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ABSTRACT

This manual is intended to serve as a resource document as well as a training guide for rehabilitation personnel to use in developing and implementing Projects with Industry (PWI) programs. Covered in a historical profile of PWI are the changing work environment, the evolution and definition of PWI, the impact of PWI on rehabilitation, and various approaches to PWI. The legal intent, benefits, and incentives of PWI are examined together with the role of cooperative compliance within the PWI concept. Addressed in the next few chapters are corporate expectations for PWI, strategies for recruiting leadership from the business sector, approaches to developing and implementing PWI partnerships, and effective techniques for conducting funding projects with industry. The final chapter, a discussion of how to use the guide, covers training audience, content, approaches, and techniques. Appended to the guide are the names and addresses of local total study groups and a state-by-state list of PWI projects. (MN)

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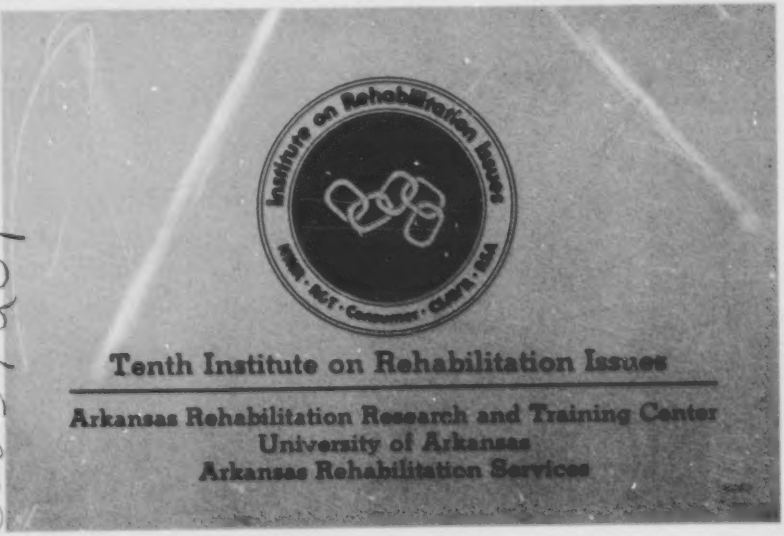
Projects with Industry

PWI

a public/private partnership that works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Report From the Study Group on

Projects with Industry: A Public/Private Partnership that Works

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Dedication

Faith and dreams may be the great motivators but it is work that makes dreams materialize.

Projects with Industry is the realization of a dream that Tom Fleming had over fifteen years ago. It is largely through his pioneering efforts that PWIs now are in operation all across this great country.

The IRI Prime Study Group dedicates this document to Mr. Tom Fleming realizing this is a small token of recognition for his long and dedicated efforts in making the partnership between rehabilitation and business/industry a reality.

Chairman's Comments

Projects with Industry is both a "concept" and a "program." It was introduced into Rehabilitation legislation in 1968 to strengthen and advance vocational rehabilitation efforts in quality and competitive vocational placement of disabled persons. The intent of PWI is based in a positive and pro-active rationale which establishes cooperative partnerships between business/industry, rehabilitation, and qualified disabled workers. When organized well, with a strong commitment, it produces a win-win outcome for all participants of the partnership.

The preparation of this document was a challenging and educational experience. The members of the prime study group were charged with creating a document which would provide current PWI information and applications, as well as training resources and recommendations. The cooperative and professional efforts of the study group members and the university sponsor have resulted in a document concerning a topic which deserves significant attention from all who assist disabled persons to achieve greater independence through gainful employment.

Sincere appreciations are extended to Mr. Norman Hammond and the IBM Corporation for their help in the study. Mr. Hammond's knowledge of rehabilitation and private enterprise greatly enhanced the value of this document.

Edward H. McMillion
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Projects with Industry: A Public/Private Partnership that Works

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Preface

The National Planning Committee selected Projects with Industry (PWI) as one of the three topics for study during the 10th Institute on Rehabilitation Issues. The University of Arkansas Rehabilitation Research and Training Center (RT-13) was designated as the sponsoring and coordinating university.

This Planning Committee provided the Prime Study Group with specific charges along with suggested content area to be addressed. These charges were:

1. To provide current information which will assist state vocational rehabilitation agencies and the business/industry community in identifying effective strategies and linkages to develop cooperative manpower programs for working disabled people.
2. To develop a resource manual, including the sites of existing Projects with Industry, which can be utilized by state vocational rehabilitation agencies, other rehabilitation practitioners, and the business and industry community.
3. To create a resource document that can be used by agency staff development personnel, regional rehabilitation centers for continuing education programs, rehabilitation educators, other rehabilitation trainers, and the trainers within the industry and business community, to increase knowledge and awareness of strategies that can help expand and develop effective PWIs.

In addition to the above charges, members of the IRI Planning Committee recommended that content of the study include the areas of historical and philosophical background of PWIs, legal framework, the cooperative environment, private enterprise and leadership, clarification of roles, PWI models, funding, and projections for the future. The Study Group was further charged by the Planning Committee with the development of both a resource and training document.

The members of this group have devoted a great deal of time and effort to bring this study to completion. It was not an easy task because of the varied opinions and disagreements that exist within the field. It seems that a common language has as yet not evolved, but we are getting there. Certainly in a document of this nature, written by professionals from various disciplines, exceptions are expected regarding statements made or use of names and terms. However, this was not the intent of the Study Group. Rather, the purpose of our efforts was to provide a basic overview of a beneficial partnership between rehabilitation and business/industry in the nature of Projects with Industry. Furthermore, this Study Group recognizes the need for additional studies in this area which will not only build on

our initial efforts but will encourage even more effective and efficient partnerships.

The Prime Study Group members hope they have met the charges given them by the National IRI Planning Committee. If PWIs and other innovative, cooperative partnership programs are expanded and improved, the mission will have been accomplished.

Foreword

Cooperation and coordination between rehabilitation and business are terms heard with increasing frequency. The concept of a private/public sectors partnership, if implemented effectively, has tremendous potential benefits for both the private and public sectors. When both sectors are working together, business and industry have a ready source of needed employees while rehabilitation agencies have assurance of job placement for their handicapped clients. Although this concept is gaining momentum, much remains to be done before a true partnership between the private and public sectors is the rule rather than the exception.

Projects with Industry across the country are proving daily that handicapped workers can be successfully placed in a wide array of jobs including services, skilled areas, and high technology. The benefits to be derived from the efforts of PWIs are indicated by increased funding and increased numbers, and potentials go far beyond the projects themselves. Evidence is that the lessons learned by rehabilitation personnel through PWIs regarding establishment of cooperative relationships with industry/business are just as applicable in other situations. For example, private enterprises devote much time and money to marketing of their products to potential buyers. This principle of business can also apply to rehabilitation as markets are developed for handicapped clients.

Members of this Study Group have devoted many hours to the development of this document, striving to meet the charges given and addressing the suggested content. At the same time, the Study Group realized that all issues and concerns could not be addressed in a basic document of this type—that additional and more comprehensive studies would be needed. The concept of PWI should be broadened and if not adopted, then adapted to rehabilitation in order that the ultimate objective of placement might be better and more often achieved.

With the realization that the private sector can become a staunch ally rather than an adversary, rehabilitation has the chance to capitalize on a very promising opportunity and is encouraged to do so.

You can't get anywhere without a decent job.

PWI participant now employed at Sears, Roebuck and Co.

For all too long the public and private sectors have seemingly viewed each other as adversaries rather than allies. I am pleased to see both sectors now coming to realize that a partnership approach can be mutually beneficial.

E. Russell Baxter, Commissioner
Arkansas Rehabilitation Services

Introduction

Employment is the ultimate objective of rehabilitation. It is only logical that rehabilitation agencies would seek partnerships with potential employers, i.e., business and industry. Conversely, it is logical that employers might wish to develop working agreements with rehabilitation agencies which can provide them with good employees. Establishing such relationships, however, is far more complicated than it might appear. Many problems and differences must be overcome by all parties if such arrangements are to become a practical reality. The Prime Study Group was charged to review many of these issues and to offer methods of possible solution, many of which have been previously addressed by existing PWIs. Individual PWIs as a group have attained outstanding success in placing clients with disabilities in jobs and have used many different approaches. The Study Group was charged to identify various models of PWIs which could be considered for replication and use by concerned state agencies.

This manual is intended to function as a resource document as well as a training guide for rehabilitation personnel. It presents relevant information and discussion of issues concerning Projects with Industry and their implementation. The question is not whether more PWIs should be implemented but how they can best be replicated in order that more deserving individuals with disabilities can be placed or returned to gainful employment.

Projects with Industry (PWI): Definition and Usage

Projects with Industry have their current legal base in the Rehabilitation Act of 1973 (P.L. 93-112) as amended, Section 304(d) code of Federal Regulations, Chapter XIII of Title 45, Part 1362, Section 1362.43.

> PWIs are contracts or jointly financed cooperative arrangements which may be made with employers and organizations for the establishment of projects which are designed to prepare individuals, especially severely handicapped individuals, for gainful and suitable employment in the competitive labor market including training and employment in a realistic work setting and such other services as are necessary for such employment.
>
> **Rehabilitation Services Administration**
> **Program Regulation Guideline 77-14**
> **September 12, 1977**

The Rehabilitation Services Administration-Program Regulation Guideline (RSA-PRG) 77-14 (Sept. 12, 1977) states that PWIs are an organized effort by RSA to provide leadership in the development of training programs for rehabilitation clients which will ultimately lead to commitment for employment. To accomplish this objective, RSA will enter into joint agree-

ments with industry through contracts,and shared costs. PWIs, therefore, will help employers to train, furnish necessary services, and to gain a valuable, qualified employee.

> According to the PRG: The main thrust of the Projects with Industry program is to provide handicapped individuals with an equal opportunity to work and succeed as well as to share in and contribute to the quality of life for all. Also, this program demonstrates to employers and other employees that handicapped individuals can perform in the competitive labor market.
>
> **Projects with Industry** as defined by legislation specifically refers to projects which are funded by joint agreements with RSA within the Department of Education. This description has, in common usage, been extended to include all similar projects no matter how funded; this is the definition in use in this manual (The legal references, however, refer to the more strictly defined PWIs.)

Therefore, in order to be a legal partnership between rehabilitation and business, and to qualify under the definition as outlined above, a PWI must meet a number of requirements.

1. It must have as its ultimate objective the placement of disabled people in competitive jobs. (legal)
2. It must have a Business Advisory Council (or its equivalent) made up primarily of employers in a significant management role. (partnership)
3. It must include a training element which aids in the qualification of disabled people for competitive employment. (legal)

Any project meeting these requirements may properly be referred to as a PWI. A project lacking any of these elements would not, in most cases, be referred to in this way. As in all areas, however, there are exceptions. A limited number of projects which do not include a training element have been established and supported by PWI funding. Such projects are still considered PWIs because of their funding source.

The Story of Bob

Bob, a long-term patient at a regional medical center, entered a Project with Industry. He was severely disabled and had been out of work for several years. Through the assistance of the state VR agency, the PWI staff, and a cooperative treatment team, Bob was able to acquire independent living skills, leave the hospital, and obtain a job as an electrician's assistant in the maintenance department of the local Holiday Inn.

While Bob was adjusting the lighting in the hotel's main ballroom one day, he accidently dropped a crystal chandelier and it crashed to the floor. The next day the hotel manager summoned Bob, the VR counselor and the PWI

representative to her office. She made it very clear that the money to replace the chandelier would be deducted from Bob's wages each week until the fixture was paid for.

When Bob was told that the chandelier cost $500, he smiled and said, "At last, I've found steady work."

Effects of Unemployment

Steady work is essential to the country's economic health and to the well-being of every citizen. The past three to four years have been difficult due to this nation's high unemployment rate. At this writing more Americans are out of work than at any time since the great depression. Recent studies of unemployed workers in several states reveal the effects of unemployment and the deep scars resulting from joblessness. Researchers found three times the amount of alcohol and drug abuse among the unemployed than among a comparable group of employed Americans. Joblessness has been linked directly to increases in child abuse, divorce, suicide, and to a greater risk of both mental and physical illness. These studies indicate that for each percentage-point rise in unemployment, there will be 5.7% more murders, 4.1% more suicides, and 1.9% more deaths from heart disease and other stress-related disorders. Without some kind of productive work, most individuals lose their sense of status and personal worth. If the nation is to mend the wounds of recession, we must provide a means to obtain decent jobs for all who want to work.

The Prevalence of Disability in the United States

Finding steady work is a major problem for most of our nation's 35.6 million disabled citizens. Numerous studies indicate that more than 23 million disabled adults are limited in the kind or amount of work they can perform due to disability. In a recent report, the Federal Bureau of Labor Statistics noted that there are 15 million handicapped Americans between the ages of 16 and 64 who are not institutionalized of whom less than 25% are employed. Disability demographers project for the future a proportionately larger population of persons with disabilities due to increased longevity, recent medical advances, and the probability of later retirement age.

The economic cost of chronic dependence due to disability is staggering. Total disability expenditures for income transfers and medical payments amounted to $38.7 billion in 1967. This figure rose to over $111 billion in 1975. The Bureau of Economic Research estimated that at the end of 1983, the cost of disability dependence will amount to $200 billion or over nine percent of the nation's entire Gross National Product.

PWI: A Desirable Alternative

In order for VR to extend services that would better meet the employment needs of the private sector, Congress established Projects with Industry as an essential part of the rehabilitation process. Through this partnership,

disabled persons gain greater access to employers, gain realistic job skills, have greater opportunity for employment, and obtain increased economic security. Likewise, business, industry, and labor gain timely, accurate and comprehensive assistance with all aspects of training, employing and promoting qualified handicapped workers. Rehabilitation, which serves both communities, finds the job much easier and more effective. The partners learn from each other and together accomplish what no one could achieve alone. Rehabilitation practitioners begin to understand the enormous pressure on the private sector to manage resources efficiently, perform well in a competitive market, and produce a profit. Employers become aware of the rehabilitation system as a reliable source of competent people, professional services, and technical assistance designed to meet the needs of business, industry and labor.

During the first decade of PWI, some 50,000 disabled persons were assisted in obtaining employment with some 15,000 corporations. In 1982 alone, some 10,000 individuals were helped to obtain and advance in competitive jobs at salaries ranging from $7,500 to $44,000 per year. Companies employing PWI graduates report a retention rate that exceeds 80%. PWI projects, along with numerous other rehabilitation programs, return many times over the amount of money invested in them through taxes and decreased public assistance.

The future of Projects with Industry depends upon the continued commitment of employers, disabled workers, rehabilitation professionals and government to the partnership concept. All too frequently in the past, we have ignored each other's needs and interests. Business has naively assumed that rehabilitation goes on solely behind the walls of medical, social, and educational institutions; not in the "real world" of profit and productivity. Rehabilitation automatically assumed that business is motivated only by profit. Each member of the partnership must learn to speak the other's language and risk a little turf. Opening lines of communication between business and rehabilitation will remain a major function of the Projects with Industry program.

The success of PWIs—partnerships between the public and private sectors—has much promise but will not relieve VR of placement responsibilities. PWIs are not the total answer to the placement dilemma and rehabilitation agencies have many concerns regarding PWIs. At this point in time the PWIs and rehabilitation agencies need to gain the confidence and cooperation of each other and, in turn, the trust of business/industry if they are to become an even more viable resource for placement of rehabilitation clients.

The most important motive for work in life is the pleasure in work, pleasure in its result, and the knowledge of the value of the result to the community. A full and rich society encourages the "free and responsible development of the individual so that he may place his powers freely and gladly in the service of all mankind."

Albert Einstein

. . . to every man his chance, to every man regardless of birth, his shining golden opportunity, to every man the right to live, to work, to be himself, and to become whatever thing his mankind and his vision can combine to make him . . .

Thomas Wolfe

The job is still the secret to a guy's general happiness and attitude. If you like your work, you're happy. If you don't, you're miserable.

Lane Kirkland
AFL-CIO President

Unit I
PWI: A Historical Profile

Objectives

1. To examine the social and political environment that influenced the creation of the Projects with Industry program.
2. To report the growth and development of PWI.
3. To review current trends in rehabilitation, business, and government that appear to impact the acceptance of PWI as an approach to the employment of disabled persons.

Summary

The work ethic is firmly woven throughout the fabric of American life. Millions of disabled people, however, have been denied the opportunity to work because of artificial barriers that have nothing to do with their ability to perform on the job or because of a lack of preparation for opportunities that exist.

The State/Federal rehabilitation program has provided assistance to disabled individuals which is designed to lead to gainful employment. One specific program, started in 1968, has attempted to achieve this goal by focusing on the needs of employers and then meeting those needs with qualified disabled workers. This program, Projects with Industry (PWI), is based on diversity, innovation, flexibility, close involvement with industry, and a networking management approach. The program has grown from three projects with funding of $450,000 to over 100 projects and projected funding in excess of $13 million.

Discussion

Changing Work Environment

Unemployment has been the number one topic discussed by most Americans the past two to three years as more people have become unemployed. There are some indications, however, that the number of unemployed is declining slightly as more workers are being called back. Despite some optimism in regards to the recession, the types of jobs becoming available differ from those of the past. This is significant because as economic conditions continue to improve, many American workers will find themselves in a different type of labor market with an implied requirement for training or retraining for a new occupation.

These developments have implications for all Americans but the major impact will be felt by individual workers who are disabled. One process that is developing with much promise for handicapped workers is the concept of a cooperative effort between the **public and private sectors**. This "partnership" approach has much potential for benefit in terms of the proper

placement of more individuals with disabilities into competitive employment. Most of the efforts in this direction are in the nature of Projects with Industry.

PWIs have been in existence for some time and despite the varying methods and approaches utilized by these projects, the primary goal of all is placement. It is difficult to define PWI specifically since it is more of a concept than a distinct program. It attempts to meet the needs of industry by providing qualified disabled workers.

Placement has always been a major concern of vocational rehabilitation and the subject of many workshops, conferences, seminars, publications, and numerous special projects. Although these efforts have often been beneficial to those involved, the successful approaches have not always been integrated into the total VR process. Placement is a difficult task and, as a result, has often been shirked or ignored by the individual counselor. In truth, even under the best of economic conditions, placement of persons with disabilities requires skills, time, resources, and commitment on the part of all concerned.

The Evolution and Definition of PWI

About sixty years ago, the Federal Government became involved in the vocational rehabilitation of disabled people through the establishment of the State/Federal Rehabilitation Program. The primary emphasis of this program has been, and continues to be, the provision of services which will enable disabled people to become gainfully employed. Through the years the scope and size of the State/Federal program has grown to include not only direct services to disabled people, but also support for research and demonstration projects, training of rehabilitation professionals, establishment of rehabilitation facilities, and the support of special projects to reduce dependency. Nearly all of these efforts are designed with the end goal of gainful employment for disabled people. Until 1968, despite the strong emphasis on employment, little had been done to bring private industry—the employers—into a partnership with the State/Federal rehabilitation program. There were, of course, many examples of highly successful individual and collective initiatives at local and state levels which established job placement relationships with employers. However, it was the Vocational Rehabilitation Amendments of 1968 that first introduced the **Projects with Industry** authority that has successfully brought rehabilitation and industry together in a variety of innovative projects.

> Under the regulations governing Projects with Industry, any industrial, business, or commercial enterprise; labor organization; employer; industrial or community trade association; rehabilitation facility; or other agency or organization with the capacity to arrange, coordinate, or conduct training and other employment programs and

provide supportive services and assistance for handicapped individuals in a realistic work setting is eligible for assistance to support a Project with Industry.

In present usage, a Project with Industry is a partnership between business/industry and rehabilitation which is guided by a formal "Business Advisory Council" (BAC) and which has the primary objective of placement of qualified disabled people in competitive (nonsubsidized) employment.

The initial PWI funding was made available in 1970 and totaled $450,000 for three projects. Between 1971 and 1975 funding was increased to $1 million per year and the total number of projects grew to 15. It was not until 1976, however, that a series of events began to focus attention on PWI as a potentially powerful approach to job placement.

First, reports on some of the earliest projects at such places as the Human Resources Center in Albertson, New York; Vocational Guidance and Rehabilitation Services in Cleveland, Ohio; Easter Seal/Goodwill Industries Rehabilitation Center in the New Haven, Connecticut, and others began to show extremely positive job placement rates—75% or better. Second, the IBM Corporation began a PWI program designed to train severely disabled persons in computer programming distinguished by the addition of a stong business advisory council. Third, Congress took a special interest in the federal rehabilitation budget and increased the PWI funding level from $3.5 million in 1977 to $4.5 million in 1978. Since then, PWI has steadily grown to provide, in 1983, a budget of $13.5 million (including $5 million from the Department of Labor).

Approximately 50,000 disabled persons have been placed in employment through PWIs. In 1981 alone, some 10,000 disabled persons were employed earning a cumulative annual wage approaching $100 million. The success of PWIs can be attributed in large measure to (1) the leadership role played by industry, (2) the opportunity permitted by PWI regulations for innovation and flexibility in program design, and (3) the cooperation of State rehabilitation agencies.

PWI Impact on Rehabilitation

There is ample evidence that the PWI partnership concept has influenced the entire rehabilitation process and the private sector. A number of initiatives undertaken by State and Federal rehabilitation agencies have encouraged partnerships with business and industry. As recently as January 1983, a consortium of Regional Continuing Education Centers (RRCEPs) conducted a national conference on job placement. The conference was heavily oriented toward the development of strategies to increase opportunities for industry-rehabilitation cooperation at the state and local levels. Obviously such an effort by the RRCEPs will have a far reaching effect on the training and preparation of rehabilitation personnel to work with industry. In addition, the influence of PWI is improving the delivery of research and

technology services. The National Institute of Handicapped Research (NIHR) recently awarded a Rehabilitation Engineering Center grant to the Electronic Industries Foundation to stimulate private industry participation in the production, marketing, and distribution of systems and assistive devices for disabled persons.

Other trends in rehabilitation also signal a move toward closer ties with business and industry. The Arizona Association of Rehabilitation Facilities has made a concerted effort to align itself with the needs of the private sector. It has organized the Southwest Association of Business, Industry, and Rehabilitation (SABIR). Similar organizations established in other parts of the country include the New England Association of Business, Industry, and Rehabilitation (NEABIR) and the Midwest Association of Business, Rehabilitation, and Industry (MABRI).

These organizations, and others including many state rehabilitation agencies, have established initiatives designed to identify and meet specific personnel needs of business and industry. South Carolina's Rehabilitation Commission and the Texas Commission for the Blind are two such agencies that have introduced marketing management techniques to their training and job placement efforts. Marketing has become a vogue topic in rehabilitation circles, and training programs in the use of marketing techniques to aid in job placement efforts are becoming commonplace. The Ninth Institute on Rehabilitation Issues recognized the growing interest in the use of marketing by publishing as one of its reports, **Marketing: An Approach to Job Placement**. It focuses on the employer as the "customer" for the "product" of rehabilitation services and emphasizes "meeting customer needs" as a necessary strategy to achieve the objective of gainful employment for disabled persons.

While it cannot be denied that legislative initiatives (e.g., Targeted Jobs Tax Credits, Section 503 of the Rehabilitation Act of 1973, the Architectural Barriers Act of 1968) have resulted in private industry becoming more responsive to the employment needs of disabled persons, certain trends in industry have also contributed to the process. More companies are exhibiting a social responsiveness and a willingness to participate in such programs as Projects with Industry. Part of this is due to an increased recognition by companies of their role as social organizations, and part is due, certainly, to a recognition that their most important assets are their employees. This will become even more significant as heavy production industries wane and information processing and management industries increase. Companies will increasingly have to compete for brainpower and skills instead of physical abilities. In such an arena, employers value any resource that can assist them in meeting personnel needs simply because availability of qualified workers will be limited.

John Naisbitt in **Megatrends** says we are in a period of transition between eras, and that society is experiencing great challenges to many

traditional beliefs and institutions. He points—among other things—to a move toward acceptance of diversity in everything from lifestyles to food, an increase in participatory democracy in politics and in corporations, the demise of hierarchical organizational structures in favor of network or matrix management approaches, a rise in consumerism, an increase in entrepreneurship, and a new emphasis on self-help, self-reliance, and local initiative.

Against such a backdrop a program as rich in diversity as PWI can thrive. PWI emphasizes innovation, encourages networking and voluntary participation to achieve results, is centered on local needs, and certainly has what Naisbitt calls a "strategic vision," namely, gainful employment for disabled persons.

PWI: Various Approaches

Different PWIs take different approaches to placement. These will be addressed later in the document. A major accomplishment of PWIs is that they have encouraged counselors to emphasize placement and raised the status of placement specialists. Further, the term **job development** has taken on new meaning so that it includes the modification or adaptation of jobs for the disabled worker without loss of production or quality. Emphasized throughout all PWIs is belief in the right to work for all who want to work.

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Man is the only animal that laughs and weeps: for he is the only animal that is struck with the difference between what things are and what they ought to be.

From the **Final Report of Wisconsin's Task Force on Problems of People with Physical Handicaps**

Unit II
Legal Framework for Partnerhips

Objectives

1. To provide an overview of the key provisions of law that affect handicapped persons who are served through PWI.
2. To examine the ways PWI can be used as a legal framework for cooperative compliance.

Summary

Since its first legislative mandate in 1920, Vocational Rehabilitation (VR) has strived to expand and improve its ability to effectively place disabled citizens into productive employment. With the introduction of Projects with Industry in the 1968 Amendments, the placement effort was strengthened by emphasizing the cooperative relationship between rehabilitation and the business/industry community. This effort was strengthened even further in the Rehabilitation Act of 1973, the Amendments of 1978, and the proposed Amendments of 1983. (At the time of this printing, the 1983 Amendments have been approved by Congress and are awaiting the President's signature.) It is evident when reviewing this legislation that the clear intent of Congress is to develop a legal framework for the cooperative relationship between rehabilitation and the business/industry community.

Discussion

Legislative Intent

A review of the VR legislation indicates that the United States Congress clearly intended for disabled citizens to be considered as a legitimate part of the national labor force. Historically, VR has been authorized by Congress to provide significant rehabilitation services for these individuals, preparing them to enter or re-enter the work force. The success of the VR Program depended largely on employers' motivation to hire those individuals who were designated as "job ready." It was not until 1968, however, that Congress established a project within the Vocational Rehabilitation Law that encouraged the rehabilitation community and the business/industry community to combine their efforts and cooperatively work to place qualified disabled workers into competitive employment.

Projects with Industry is currently defined in the Rehabilitation Act of 1973 as amended in 1983 (current amendments have been approved by Congress and are awaiting Presidential signature) under Title VI, Part B - Projects with Industry and Business Opportunities for Handicapped Individuals as:

> Sec. 621. (a)(1) The Commissioner, in consultation with the Secretaries of Labor and Commerce and with designated

Legislative Milestones Impacting on PWI Development

1920
Smith-Fess Act
First State Federal Vocational Rehabilitation Legislation

1936
Randolph-Sheppard Act
Established Preferential Employment Opportunities for Disabled Persons

1943
Amendments to the Vocational Rehabilitation Act
Expanded Definition of Disabilities and Increased Vocational Training Opportunities

1954
Hill-Burton Act
Authorized Appropriations to Establish Rehabilitation Facilities

1965
Amendments to Vocational Rehabilitation Act
Authorized Construction of New Facilities and Expanded Abilities to Determine Employment Potential

1968
Amendment to Vocational Rehabilitation Act
Projects with Industry Established Agreements with Business/Industry and Rehabilitation

1973
Rehabilitation Act of 1973
Established Title V Affirmative Action Opportunities for Employment of Disabled Persons

1978
Amendments to Rehabilitation Act
Expanded Legislation for Employment Opportunities for Handicapped Individuals, Placed PWI under Title VI of the Rehabilitation Act

1983
Amendments to Rehabilitation Act
Clarification on PWI Agreements and Establishing Evaluation Standards for PWI

1935
Social Security Act
Established Vocational Rehabilitation as a Permanent Authority of Law

1954
Social Security Act Disability Amendments
Established Assistance for Workers Injured on the Job

1965
Medicare Amendments to Social Security Act
Pay Costs for Rehabilitation of Handicapped Workers

State Units may enter into agreements with individual employers, designated by State units and other entities to establish jointly financed projects which—

A. shall provide handicapped individuals with training and employment in a realistic work setting in order to prepare them for employment in the competitive market;
B. shall provide handicapped individuals with such supportive services as may be required to permit them to continue to engage in the employment for which they have received training under this section; and
C. shall, to the extent appropriate, expand job opportunities for handicapped individuals by providing for—
   i. the development and modification of jobs to accommodate the special needs of such individuals,
   ii. the distribution of special aids, appliances, or adapted equipment to such individuals,
   iii. the establishment of appropriate job placement services, and
   iv. the modification of any facilities or equipment of the employer which are to be used primarily by handicapped individuals.

Benefits and Incentives

The Vocational Rehabilitation Act of 1973, as amended, is an extremely complex piece of legislation. It is very comprehensive and sweeping in that it attempts to tackle a multiplicity of real problems that handicapped individuals encounter (Pati, Adkins, Morrison, 1981). As previously suggested it also sets the stage for many benefits and incentives affecting vocational rehabilitation, business/industry, and the disabled individual. Of particular importance to the employing community is Title V of the Act. This "Affirmative Action" legislation is intended to benefit all parties concerned and should not be construed as regulatory and negative in nature. Everyone benefits from programs which assist employers in locating and hiring qualified disabled workers who will be productive employees. Of the five sections in Title V, Sections 503 and 504 are most directly related to the business/industry community.

Section 503 requires any organization that receives a contract or subcontract with the **federal government** of more than $2,500 to have an affirmative action program to recruit and more fully utilize handicapped persons. Those organizations with contracts of $50,000 or more and who have 50 or more employees must have a written affirmative action program.

Section 504 includes those employers who are recipients of grants. Almost all of the public and private institutions that receive government assistance are covered. This section prohibits discrimination against

present employees, beneficiaries, and applications for employment or admission to the recipient s program.

When corporations, small businesses, and other institutions view this legislation in a positive light, they can begin to implement activities which **serve** the interest of the organization, and at the same time, accommodate the legal requirements. Employers may want to clarify collectively what the legislation says and does not say.

The legislation does **not** require an employer:

1. to hire unqualified handicapped people;
2. to set goals, quotas, and timetables;
3. to spend huge sums of money to accommodate handicapped persons;
4. to run rehabilitation centers;
5. to get involved in endless paperwork in order to employ or more fully utilize handicapped workers; or
6. to reduce qualifications or production standards.

The legislation **does** require an employer:

1. not to discriminate against a qualified handicapped person for the job in question;
2. To seek out qualified applicants from inside and outside the organization and include them in a pool of applicants for the "opening" in question
3. to establish contact with rehabilitation service centers, state employment agencies, and other organizations that can assist the employer to recruit and select qualified handicapped persons;
4. to make accommodations to a person's handicap without undue hardship in terms of cost and business necessity;
5. not to discriminate in overall employment, i.e., wages, benefits, promotions, training and development, and all other aspects of organizational life; and
6. to make qualification standards job related and to update personnel policies and procedures that tend to "screen out" individuals just because of handicaps. The laws do not talk about lowering standards; they emphasize relevant standards (Pati, Adkins, & Morrison, 1981).

In addition to the rehabilitation legislation established to assist the disabled worker, other legislation has also been established to serve as an incentive to employers who are practicing "affirmative action." Section 190 of the Internal Revenue Code is currently being examined by both the House of Representatives and the Senate. This section would allow the private business sector to deduct sums of money expended on making places of business architecturally accessible to the handicapped and elderly. Current consideration is being given to making Section 190 permanent, as well as increasing the deductible amount from $25,000 to $100,000. Another incentive to the employer is the Targeted Jobs Tax Credit. This is a direct tax credit for the employer who chooses to employ certain targeted groups (disabled workers). The credit is for qualified wages that the employer incurs or pays to members of the targeted groups.

Cooperative Compliance

Projects with Industry in concert with vocational rehabilitation, can be a very beneficial legal framework to utilize for cooperative compliance with legislative regulations. The very nature of "Projects with Industry" implies a partnership with business/industry and rehabilitation. Personnel within this partnership have a wealth of technical information and expertise related to the needs of disabled workers and the legislative regulations dealing with "affirmative action." The business/industry community can quickly identify current and future employer needs for well qualified manpower, as well as make significant recommendations on the training required to meet those needs.

> Within the PWI concept: "Industry and rehabilitation personnel work closely together to achieve their common goals. Whether the industry is involved in hiring handicapped workers, providing training, developing training materials, acting as an advocate for the handicapped community, or performing some other function, there is an immediate link with the rehabilitation service. The ultimate goal of every project is the competitive employment of the disabled individuals involved.
>
> **Pati, Adkins, & Morrison, 1981**

As intended by Congress, the PWI concept becomes an important framework which creates an active partnership among business, industry, and rehabilitation service agencies; makes rehabilitation services more responsive to employer needs; and facilitates the utilization of the untapped potential of handicapped people as resources.

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Vocational Rehabilitation Act - Amendments, 1968.

The Projects with Industry Program . . . has shown not only that the business and rehabilitation communities can work together in placing the disabled, but also that neither can afford to work apart.

Houseman, 1974

Unit III
Corporate Expectations

Objectives

1. To identify the varing perspectives of industry and rehabilitation regarding the employment of handicapped workers.
2. To discuss the benefits that are provided to industry and rehabilitation by Projects with Industry.

Summary

In recent years rehabilitation, industry, and labor have opened vital lines of communication regarding employment of handicapped individuals. Many people from the public and private sectors have expended much time and effort to develop the partnership concept emphasized in this unit and throughout the document. Still, many misunderstandings and misconceptions exist and serve as barriers to placement of handicapped people into gainful employment. This unit reviews a number of these views and discusses some efforts being made to remedy these problems.

Discussion

Searching for the Common Ground

For vocational rehabilitation personnel to work with and understand the corporate environment is a challenge not unlike Dorothy following the yellow brick road to the Land of Oz. There is an entire "world" of business, industry, and corporate life that can be mysterious, threatening, and confusing to vocational rehabilitation personnel.

Understanding the general characteristics of rehabilitation practitioners will help to identify and clarify some of the reasons this condition exists. Generally, the rehabilitation practitioner is trained in a client-centered modality with an empathetic point of view regarding individuals who are disabled or vocationally handicapped. The training and work experience of the rehabilitation practitioner generally falls within the category of social services, education, and counseling/guidance. Rehabilitation Agencies are oriented toward services to individuals who are disabled and vocationally handicapped and therefore they are client-centered with a very favorable disposition to helping the individual resolve and overcome obstacles to achieving a more complete and independent lifestyle.

The business person, on the other hand, has been trained and is motivated to achieve the designated objective in the shortest time using the least possible resources. Projects with Industry, possibly more than any other single concept, can be a workable linkage between rehabilitation and the business community and can help each profession to come to understand the other.

In a recent article in **American Rehabilitation**, Kaplan and Hammond (1982) identify some problems that exist between the rehabilitation counselor and business and industry. They cite the following:

1. The training given to (many) rehabilitation clients has not provided the skills actually needed by business. Rehabilitation clients have often been trained in outmoded skills.
2. Rehabilitation counselors have not known how to approach business people and often look at the business person as an adversary.
3. Rehabilitation counselors have not been trained in job placement. They don't know how to go about marketing their product—trained disabled people.
4. The business person has not fully understood what is involved in bringing the disabled person into the work place and therefore tends to act defensively—seeing only the negative aspects of having a disabled employee.

Kaplan and Hammond then discussed the partnership concept developed through the Projects with Industry approach as a way of solving many of these problems. To achieve this level of involvement of business and industry with rehabilitation, a greater understanding of each environment is necessary.

Companies Don't have Attitudes: People Do

It is just as unfair to generalize about rehabilitation practitioners and employers as it is to generalize about people with disabilities. There are some rehabilitation practitioners who are uncomfortable in the corporate environment and there are some employers who would prefer to have nothing to do with handicapped individuals and who do so only because of the existence of legal sanctions. There are also employers and rehabilitation practitioners who actively seek new ways to accomplish the rehabilitation mission and find new ways to make employment for the handicapped a reality.

Dr. Steven L. Jamison (1978) of IBM has identified four possible employer attitudes:

1. **Resistive.** "We don't want any handicapped people around here, they are more bother than they are worth; this is a business, not a social welfare agency."
2. **Permissive.** "If handicapped people apply, sure we'll consider them, but they had better be able to function independently and in standard ways; we're not about to bend the organization around to fit one person's needs."
3. **Accommodative.** "For a well-qualified handicapped person we can restructure a job somewhat and make necessary modifications to the work station and associated equipment."
4. **Facilitative.** "Let's institute some special programs to augment accommodative measures; let's not just wait for qualified applicants, let's go out looking for them or maybe even help them become qualified."

In the resistive category we see an employer who is in violation of Section 504 of the 1973 Rehabilitation Act. In the permissive category we find the employer has a passive spirit of nondiscrimination. The accommodative employer is in compliance with the letter of the law. And in the facilitative category we find the real spirit of affirmative action.

> Do these four categories refer to company attitudes? Not really. Companies don't have attitudes, people do. Public declarations at the executive level tend to reflect at least an accommodative, if not facilitative, policy. But translating top-level policy into operational practice does not usually come automatically. The real hurdle may be the attitudes of individual personnel and line managers. And this may vary significantly from location-to-location or department-to-department within a single company.
>
> **Jamison, 1978**

Changing employers' attitudes from resistive to facilitative is a process very much like the one by which counselors become aware of and change their own attitudes. Accurate information is critical. The employers need to know that the majority of disabled workers require few, if any, accommodations in order to perform their jobs successfully, that employer insurance rates won't rise if they hire handicapped workers, and that productivity will be unaffected. Employers need information about specific disabilities and about the range of adaptive equipment available. Employers, like rehabilitation practitioners, need more knowledge, understanding and awareness in order to change general attitudes and values. The "partnership" then becomes possible.

Examples of Partnership Models

Examples of new strategies in working effectively with the employer community can be seen in the successful project designed by the National Technical Institute for the Deaf (NTID). This project, designed in a modern marketing model, has a 95% placement rate. The program provides a model for an overall service delivery system including a philosophy and a sequence of steps to follow. Instead of cajoling or exhorting employers, the NTID placement staff identify what they can provide for the employers and use advertising and promotional techniques to convince employers that it is in their best interest to create equal employment opportunities.

> While individuals in rehabilitation have good intentions, their behavior has not always been perceived by employers as congruous with their needs. For years employers have been inundated with requests and even demands to modify their modus operandi. While these demands have been justified, they have not served well to build professional, non-emotional relationships that impact positively upon

> successful participation of handicapped individuals in organizational environments.
>
> **Maguran, 1978**

In order to serve employers as well as clients, rehabilitation practitioners must jointly develop ongoing, mutually beneficial relationships.

> NTID learned that our placement professionals must be aware of the needs of prospective employers. We found it imperative for our staff to be strongly skilled in understanding the complexities, subtleties, and dynamics of modern organizations as well as understanding the deaf. Both groups must be served. To focus on one, at the exclusion of the other, certainly diminishes the probability of success for each. Today's professional rehabilitation practitioner must indeed have a wide array of skills including coach, counselor, manager, change agent, quality control specialist, and marketeer.
>
> **Maguran, 1978**

Specific strategies used by the NTID include a three-team approach to placement. The following summary reflects the general approach.

1. **Occupational research team.** Duties: Research, labor market and economic project. Identify and contact prospective employers.
2. **Employment development team.** Duties: Work with those employers in an effort to examine their attitudes as well as their procedures. This is viewed as a long term process.
3. **Career placement team.** Duties: Initiate contact with clients, provide occupational information, provide information about job search effort, assist client with job search activity, contact organizations which have been working with the employment development team.

In the NTID model the third step is more familiar to rehabilitation practitioners and more traditional. The first two steps add extra dimensions to the role of rehabilitation people in understanding and modification of the corporate and business environment. It is now critically important that rehabilitation practitioners understand the labor market, trends in employment, and that they have information regarding the market place. A market analysis is the first step in the marketing process. This evaluation of the market place is as important as the evaluation of the client. Rehabilitation agencies spend considerable amounts of money in the diagnostic and evaluation process. Practitioners are familiar with diagnostic systems, including the labeling of mental and physical conditions. They are also familiar with evaluative techniques such as work evaluation, vocational and aptitude testing, etc. The market place is a completely new dimension brought into the world of rehabilitation. Now, rehabilitation needs to be more concerned

with the assessment and evaluation, if you will "diagnosis," of the labor market. All of this is represented in step 1 of the NTID project.

Employment development in step 2 is an added dimension to effective marketing of handicapped people. This effort brings more knowledge and understanding to employers in an effort to modify attitudes and values over a long period of time. Some employers are more responsive and will adapt easily to new concepts. However, it is in the developmental process that employers begin to understand how the hiring of qualified disabled individuals can be to their advantage. Also, employers learn about the resources of rehabilitation practitioners and what they can provide.

A project called CIPHER, College and Industry Partners in the Handicapped Employment Role, has developed a model which provides a way to initiate long-term relationships with employers and to increase the employment of handicapped individuals. The groups of people involved in the CIPHER project are:

1. Employers: business, government;
2. sellers: rehabilitation, community college personnel; and
3. products: disabled individuals.

The organizers of this project conceptualized the relationship among these groups in marketing terms. The employers are the "buyers" or "consumers," the rehabilitation and college personnel are the "sellers," and the disabled individuals are the "products." The goal of this effort is to increase the marketability of the product.

Again, these concepts are new and innovative with a different focus which emphasizes a change in roles and a change from traditional expectations. The buyers, sellers, and product generate thinking from different perspectives. The primary effort is to generate a feeling of partnership in which mutual understanding and acceptance can take place. It is in this spirit of partnership that the Projects with Industry program was initiated.

An Employer Speaks (What's *in* it for Me?)

In a recent interview, Mr. Tom O'Brien, President, Champion International of Atlanta, Georgia, states that most industry does not understand the function and purpose of Vocational Rehabilitation, let alone its value as a service to the private sector. VR needs to bridge the communication barrier, overcome its fear of the business world, and encourage the private sector to participate in the National Rehabilitation Association as well as state association chapters. O'Brien outlines 12 suggestions for bridging the gap to effectively market rehabilitation services to the private sector.

1. Complete marketing before attempting placement.
2. VR needs to insure that clients are job ready and understand work etiquette.
3. VR should understand that business prefers to deal with one agency representative rather than several different counselors.

4. VR agencies should become acquainted with the company and its product or services.
5. VR should maintain lines of communication and be prepared to offer a continuum of services which include analysis and selective placement.
6. VR staff should prepare the client for the interview, work closely with the company's personnel staff, and be prepared, if invited, to participate in the interviewing process.
7. VR should work with employer's first-line supervisors to prepare them to better supervise handicapped workers.
8. VR should be prepared to offer assistance with job modification.
9. VR counselors, supervisors, and management should emphasize importance of follow-up and follow-along assistance to resolve post-placement problems and maintain stable relationships with employers.
10. VR should be able to assist employers in the design, implementation, and documentation of affirmative action efforts.
11. VR should understand industry's concern with the relationship among people, production, and profit.
12. VR needs to recognize the common ground between business and rehabilitation that results in mutual benefits for employers, counselors, and disabled workers.

To Build a Partnership

The partnership concept is often difficult to achieve because of a fundamental lack of trust. Frequently rehabilitation practitioners fail to understand the business world and its environment and are, therefore, uncomfortable in dealing with business people. On the other hand, the business community also fails to understand the world of rehabilitation and government. This must be resolved before an effective working arrangement or partnership can be achieved. This takes time, effort, and a willingness to work together. Realizing that this partnership can be mutually benefical is an understanding of significant magnitude that makes the time and effort worthwhile.

Today, American industry is faced with change of crisis proportion as it faces the challenge of new technology. Competition from abroad has shaken the foundation of the once strong industrial community. Industry must address its traditions and practices to meet the challenges of the competition. Not only does this implicate the technology, but also the human factor. Creeping into the corporate thinking is a more humanistic approach to workers, and they are viewed as less an adversary and more as (if you can believe it) a partner. This is a new position for corporate America, but one whose time has come. Rehabilitation practitioners are eminently qualified to assist industry in this new frame of mind. Rehabilitation practitioners are well qualifed to assist industry in pursuing the human factor. As mentioned earlier, the client centered modality represented by rehabilitation prac-

titioners has become significantly important to American industry. This emerging trend further emphasizes the value of a partnership between rehabilitation and industry. The need is manifest, the timing is right, and the benefits are real.

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Corporations, not government, will take the lead in finding new ways to solve unemployment, rehabilitate the handicapped, redevelop inner-cities, and improve schools.

William C. Davis
President, Control Data Corporation

Unit IV
Leadership from the Private Sector

Objectives

1. To provide examples of leadership from the private sector.
2. To discuss recruitment and selection techniques for organizing and maintaining a business advisory committee (BAC).
3. To consider management techniques for maximizing BAC involvement and commitment to a PWI program.

Summary

The success of PWI is based upon leadership from the private sector which, if utilized efficiently, can produce powerful results for both rehabilitation and the business community. This chapter examines in detail some exemplary results of leadership in the private sector and provides some proven ways of facilitating such results.

Discussion

> Inside the corridors of the Manufacturers Hanover Trust (MHT) downtown Manhattan Data Processing operations, it's not unusual to glimpse Seeing Eye dogs jump off moving escalators, or men and women in wheelchairs sitting behind computer terminals. In the employee cafeteria, workers converse using sign language.

These professional people help operate an around-the-clock Data Processing operation for the fourth largest bank in the United States. According to Charles "Dave" Labelle, MHT's Operations Division Vice-President for Personnel:

> Disabilities become a non-issue in the day-to-day working environment if the proper tools and work-side accommodations are provided. At MHT, our disabled staffers are just as productive as their nondisabled counterparts and they bring our organization an additional will of iron. It's that kind of determination that pushes our productivity to the top.

Labelle is the current Vice-Chairperson of the Association of Rehabilitation Programs in Data Processing and a founding member of the Business Advisory Council for the Computer Programming Training Project for the Disabled at the Human Resource Center, Albertson, Long Island. His programming staff includes some 20 computer specialists who are blind and/or severely physically disabled.

As a member of the Electronics Industry Foundation's National PWI Advisory Board, Control Data Corporation's President, William C. Norris, sees nothing less than a new role for private enterprise:

> Corporations, not government, will take the lead in finding new ways to solve unemployment, rehabilitate the handicapped . . ., redevelop inner cities and improve schools.

Mr. Norris says he would rather be remembered as an executive who got corporate America involved in solving the nation's social problems than as an entrepreneur who started a computer company.

PWI Advisory Councils - Recruitment and Cautions

One of the most effective methods the private sector can use to influence rehabilitation is the Business Advisory Council (BAC). Although both education and rehabilitation have used advisory councils in the past, these councils have not always been appropriately selected or adequately utilized. Many rehabilitation organizations have established good relationships with the business community through representatives from the private sector serving on the boards of directors. The initiation of a PWI program may mark the first time the members of the business and industrial community have actively participated in the management and operation of a project.

Business people who are involved in the implementation of a PWI must be utilized to the greatest extent possible. Business leaders have much to contribute and if their best recommendations are not followed, a valuable resource will disappear and insure failure of the partnership concept.

Too often Advisory Boards have been stacked with representatives from consumer groups, rehabilitation professionals, and friends of management who meet infrequently to hear about all the good things that are being done for handicapped people—without any involvement. For many of the reasons described in the previous Corporate Expectations unit, rehabilitation administrators and/or managers may be unduly cautious regarding initiating a real involvement with leaders from the private sector.

BAC Recruitment

The first rule in forming a BAC for a Project with Industry is to go to the highest corporate level possible for support. This may be the president or chairperson of the board. In selecting members for a BAC your target should be the highest level of hiring authority within the area for which you are training. The task is to reach that executive who is the decision maker for your area of training and employment. The easiest and most effective way is the peer route, from executive to executive. The president of XY Company is much more likely to respond to an invitation to meet for lunch, etc. if it comes from the president of AB Company rather than from a project staff member. This is especially true if AB Company is a powerful influence in the local business community. As an example, a group of PWI business leaders wanted to recruit a Chief Executive Officer (CEO) from the largest company

in the area—a company that had not responded to the rehabilitation manager's previous invitations to join their business advisory group. The PWI leaders arranged a round of golf which, fortunately, the CEO won. By the end of the first round, he had agreed to join and by the end of the second had agreed to serve as Placement Chairperson for the next year if they would play one more round. He ended up becoming so involved with the PWI project that he did not have time for golf again that season.

Even without a pre-existing network of high-level, corporate management contacts there are still ways of developing BAC contacts.

1. Internal executive support and involvement will be valuable in developing a BAC. Direct contact by a member of the Board of Directors, senior rehabilitation management person, or some other highly placed person may prove effective.
2. Involvement with trade, cultural, religious, civic or social organizations may provide personal contact with CEO types. Perhaps one of these organizations will adopt your PWI as a mission. In Baton Rouge, Louisiana, the local Data Processing Management Association chapter has taken on a computer programming training program for the handicapped, and in Grand Rapids, Michigan, the Furniture Manufacturing Association is starting a furniture finishing training program at a local rehabilitation facility.
3. Large companies can assist in making initial contacts. To date, IBM has helped start at least 27 computer programming training projects for the disabled.

There is no set technique for gaining the commitment of the private sector to a BAC. Use whatever works. This may be a combination of approaches or something entirely innovative.

Council Types

Business Advisory Councils may operate at either a policy or operational level. A BAC composed of senior business executives may be of great assistance to agency administrators or top managers. The BAC which operates a PWI training project should be composed primarily of business managers with technical expertise in the area of training emphasized in the project and who have the authority to employ workers. In either case, the crucial factor is involvement and commitment by the members; BAC members become involved through their active leadership. The rehabilitation manager who imposes his own preconceived ideas on a BAC may limit and eventually destroy the potential of the group. The BAC should organize itself with a chairperson and the necessary officers and committees. The chairperson must be from business and have the authority, responsibility, and freedom to lead.

One of the first orders of business should be the development of by-laws and/or guidelines for the operation of a BAC. This may be best accomplish-

ed by adapting what some other PWIs have implemented. (See Appendix for a list of PWIs.) It is important to establish a very early understanding with the BAC on the exact extent of what their authority and responsibilities will be. The life cycle of all BACs seems to involve a high level of enthusiasm in the beginning when there is much to do, and then a waning of interest with time. A wise PWI director is always able to focus the interest of his BAC on essential activities. Many BACs divide their work among subcommittees. A typical list of subcommittee activities may include client selection criteria and procedures, curriculum development, program/student evaluation, and placement and support services. Subcommittees frequently meet at the training locations, which permits direct involvement with PWI participants. BAC members need constant reminders that these clients are "real people" like themselves and their families and that their involvement does make a difference on a personal level.

Project Manager's Role

From the previous discussion, it should be obvious that someone needs to initiate the involvement of business advisors as well as to respond to their input. However, there is a fine line between acting as a facilitator to the PWI process and taking the leadership role. In PWI, business is the senior partner and thus should be encouraged to make decisions concerning the project and its general operations. Nevertheless, much of the day-to-day operation of a project will fall on the shoulders of the project manager and staff. Involvement and participation from the business community will drop off dramatically when the manager does not ask for, listen to and follow advice from the BAC.

The project manager serves as an interface between the rehabilitation community and the business world and, if successful, a trusting bond will develop.

BAC Functions

Although it is true that PWIs are powerful placement tools, it is shortsighted to think that a BAC will produce immediate placements. A sure way to destroy a PWI relationship is to start by asking for either jobs or money. What is really needed in the beginning is time and involvement from business managers. BACs need time to determine if the activity is worth their time and energy and if their ideas will be heard and acted upon. Given time, a BAC will acquire a degree of understanding, trust, involvement and commitment, all of which eventually lead to placement of disabled people.

Initial involvement by BAC members is often an educational process leading to a sensitivity to the needs and abilities of handicapped persons. Although formal disability awareness may have its place, the best approach is to suggest and design functions that put the business execu-

tives in direct personal contact with the clients. Examples of some functions that have worked well with the IBM PWI groups are as follows:

1. Involvement of individual BAC members in establishing admission criteria and interviewing prospective students as a part of the VR selection procedure.
2. BAC members, as visiting instructors, provide clients with career education information.
3. The BAC conducts a project and student evaluation program utilizing individual and technical review.
4. BAC members provide clients with practice job interviews and suggestions for improving their resumes. Other desirable involvements of the BAC include: (a) hosting field trips, (b) participating in architectural surveys, (c) making presentations to professional groups, (d) contributing resources required for training, i.e., equipment, materials, books, newsletters, etc., and (e) fund raising.
5. Providing work experience for clients during their rehabilitation training.
6. Promoting publicity and media coverage for the PWI program.

Placement Assistance

Specific ways by which the BAC can contribute to the placement process include:

1. Evaluation and technical certification of clients for graduation.
2. Assistance in preparation of a complete placement package, i.e., resume, course description, formal recommendations.
2. Consideration for employment in BAC companies.
4. Suggesting other companies for possible employment.
5. Create and utilize an employer's network to obtain interviews for graduates.

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Two things characterize all PWI projects. The first feature common to all is the collaborative action of business and rehabilitation personnel to achieve their goals. Whether employers hire PWI clients, provide training, develop training materials, act as advocates in the community or perform other functions, this immediate link between the rehabilitation community and industry is a PWI hallmark.

Second, all PWIs consider their ultimate goal to be the competitive employment of rehabilitation clients. Some concentrate on the process closest to this goal, job development, and placement. Others work to provide current, marketable job training, which makes competitive employment more possible. Still others concentrate their efforts on developing work attitudes and behaviors—a first step on the path to employment. Yet all expect that their contribution makes more likely the restoration of their clients to work.

Research Utilization Laboratory
Chicago Jewish Vocational Service

Unit V
Approaches to Partnership - PWI

Objectives

1. To identify promising features of some randomly selected PWI projects.
2. To describe some of the representative PWI programs, services, and populations.

Summary

The purpose of this unit is to present diverse PWI approaches. It emphasizes the variety of techniques, services, and relationships that characterize the national PWI network. No attempts are made to evaluate these projects. The selection represents the diversity of PWI rather than any recipe for success.

PWI directors have identified the following factors as significant in establishing new PWI projects:

1. Quality linkages with employers in the private sector.
2. Strong support from the state vocational rehabilitation agency.
3. The ability to meet the employer's requirements for products and services.
4. Active participation of the Business Advisory Council (BAC) members in project operations.

Discussion

Categories of PWIs

Since PWIs have been in operation, there have been attempts made to categorize them into model programs. The Research Utilization Laboratory of the Chicago Jewish Vocational Service (CJVS, 1978) describes one model below:

1. **Job Placement Model.** Seeks immediate, permanent, full-time competitive employment for disabled rehabilitation clients who are job ready.
2. **Work Adjustment Model.** Provides rehabilitation clients with a time-limited work experience to develop those qualities of attitude and behavior that qualify them for competitive employment.
3. **Skills Training Model.** Teaches work-ready rehabilitation clients the technical skills needed to compete for higher paying jobs.
4. **Linkage Model.** Attempts to place disabled workers into industry through a referral system that matches potential employees with available positions.

Due to the variety of PWI programs, however, it is difficult to fit all of them into the categories described above. Pati, Adkins, and Morrison (1981) list four basic assumptions on which the partnership between industry and rehabilitation is based:

1. Rehabilitation needs assistance in placing clients at the actual work setting in order to obtain the most reliable evaluation of their skills, attitudes, and potential for competitive employment.
2. Employers need help in hiring and training handicapped workers.
3. Employers can best identify jobs for handicapped workers, define the qualifications for those jobs, and design training programs to enable handicapped applicants to meet those qualifications.
4. Instituting programs to employ handicapped workers is a benefit to industry and business.

Examples of PWI Projects and Their Approaches

Aging in America, Inc., Bronx, New York. This project serves older disabled Americans. The placement process begins with a four-week job-seeking skill training program designed to meet the needs of participants. Once the initial training is completed, the participant is referred to the job club, the placement specialist, and the placement advisory committee. The placement advisory committee members are available to work with hard-to-place participants ac well as provide guidance to the more general aspects of the placement program. (The project has two other advisory committees, training and public relations.)

Arkansas Enterprises for the Blind, Little Rock, Arkansas. Arkansas Enterprises for the Blind (AEB) is a private non-profit rehabilitation facility which received its first PWI monies in 1973. AEB's program encompasses evaluation, skills training, and placement. The facility utilizes several advisory committees to ensure that programs are targeted for specific job tasks. A large committee is used for the general program and smaller committees are utilized for specific training areas. Committee members or employers may serve on trainee selection committees or as classroom lecturers.

Association of Rehabilitaion Industry / Business, Inc. (ARIB), Hot Springs, Arkansas. Funded through the Rehabilitation Services Administration, the ARIB is a private non-profit corporation formed to provide the link between business/industry and the disabled population of Arkansas. ARIB had its beginning in needs identified by the VR Agency. The PWI structure was chosen as it was believed that employers could be accessed better from a business perspective. The non-profit organization was created with a Board of Directors comprised of industrial leaders in Arkansas. This positioning has proved successful for ARIB. The basic services provided by the project are job development and job placement on a state-wide basis.

Chicago Jewish Vocational Services (CJVS) Midwest Association of Business, Rehabilitation, and Industry, Chicago, Illinois. CJVS has operated a PWI since 1971 to provide direct placement into full-time competitive employment for persons who are severely disabled. In

1980, the BAC formed a nonprofit association, Midwest Association of Business Rehabilitation and Industry (MABRI), which provides PWI services to employer members. Employers are assessed a fee for membership. The services provided by the project include: diagnostic interview, job seeking skill training, 24-hour crisis intervention, job analysis, job modification, direct job placement follow-up, interpreter service, employer training seminars, and consultation on tax and legal issues related to the disabled worker.

Disabled Worker's Program, International Association of Machinists (IAM) and Aerospace Workers, Washington, DC. This project provides specialized training, placement, and related services to disabled workers with technically oriented career goals. The union's apprenticeship training activities are utilized to effect the high quality placements of this PWI. The apprenticeship training has traditionally been geared to produce workers that can meet the demands of skilled occupations. In plants where the program operates, the union's business representative and ship stewards contribute to the on-the-job training, placement, follow-up, and other PWI activities. The rehabilitation community is also actively involved with each program site.

The union support is ideal to identify and locate individuals who could benefit from PWI services. In addition, the union is in an excellent position to locate job openings and provide information on employment requirements among the employers with which it has relationships.

Electronics Industry Foundation, Washington, DC. The Project with Industry program of the Electronics Industries Foundation (EIF) is an example of needs generating from industry. EIF is a nonprofit organization designed to perform research and public education functions for the Electronics Industry Association, a trade association representing over 300 electronics industries. EIF describes its distinguishing characteristics as including "an emphasis on industry as the primary element in the organizational structure and the use of contemporary marketing concepts as an integral part of the process." A National Advisory Council, which is composed of industry executives and other prominent private sector persons, provides leadership, advice, and council on national policy issues.

Although area programs differ to fit the needs of the communities they serve, there are several common elements. Some of those are: (1) Executive Advisory Boards - comprised of executives from both participating companies and the rehabilitation community; (2) Employment Committees - comprised of personnel from both industry and rehabilitation who are responsible for hiring and placement and who focus on employment issues; and (3) Executive Committees on Training - comprised of individuals from both companies and community resources working to develop and enhance training opportunities.

Employment Training Program, Child Development and Retardation Center, University of Washington, Seattle, Washington. The

project focuses its program on the training and employment of the moderately and severely disabled. Job training is concentrated on skill area requirements of the food service industry. The project's advisory council is composed of restaurant owners and operators that help establish criteria for employment. The project maintains a strong, yet informal, relationship with the state vocational rehabilitation agency.

Human Resources Center, Albertson, New York. A special feature of this PWI is its National Satellite effort which is coordinated through the Industry-Labor Council (ILC), a part of the National Center on Employment of the Handicapped at the Human Resources Center (HRC). The ILC is a national organization that serves the needs of industry and labor regarding issues in the employment of handicapped persons. Eighty major corporations and labor unions comprise this council. The PWI satellite programs are established with ILC members, other members of the employer sector, and rehabilitation communities in various cities. PWI staff are utilized to provide technical assistance and training at new sites. Many established sites continue on their own funding.

IBM Computer Programmer Training, Gaithersburg, Maryland. The IBM program differs from most PWIs in that it creates other, self-contained PWI training projects in various locations throughout the country. These programs are all supported by appropriate state VR agencies and are established as local partnerships among VR, some other supporting agencies such as Private Industry Councils, a training agency, and a Business Advisory Council. All projects emphasize business participation at all levels and full BAC control. All provide careful selection of students using a BAC-controlled evaluation program, an internship (OJT) of approximately two months, and a very high placement rate in professional-level positions.

Lift, Inc., Chicago, Illinois. This is a non-profit corporation whose primary activities are training and employment of intellectually qualified, physically disabled persons for computer programming. The company serves over 40 major companies in several locations across the country. The company functions as a contract programming company which selects, trains, and employs physically disabled persons under contract to major companies who eventually hire the programmers directly.

The Lift, Inc. process may be segmented into four parts. First is identification and selection of candidates and corporate clients. During this phase candidates and corporate clients are matched and agreements are signed. The corporate client agrees to contract the services of the candidate for a minimum of one year provided the candidate completes the education requirements. The candidate makes a similar reciprocal agreement. Second, the candidate completes a six-month self-administered audio-visual training course at home. The training course is tailored to meet the special requirements of the company for whom the trainee will work. The third phase is the

employment of the candidate as a Lift employee under contract with a corporate client. The Lift employee is encouraged to commute to work but may work in the home if commuting is impractical. The final stage is corporate employment. After a minimum of one year under contract employment, the corporate client has the option and is encouraged to employ the programmer directly.

McDonald Training Center, Inc., Tampa, Florida. This project has been in existence approximately 13 years. Its services include job development, placement, counseling, and follow-along to stabilization on the job site. The Business Advisory Committee is composed of representatives from the business, rehabilitation, consumer, and medical communities. The Committee provides guidance, assistance, and direction regarding public relations, employment trends, and community awareness. The project also maintains a good working relationship with the vocational rehabilitation agency.

National Restaurant Association, Washington, DC. This project was created to fill an employment need identified by the food service industry. One of the largest problems of the food service industry is keeping qualified employees. The disabled are recognized as having a lower than average absenteeism and turnover rate. This PWI has positioned itself as a professional trade association, meeting employment needs of the industry.

The project works through 40 state associations to help the rehabilitation community develop food service training programs. The local programs generally include recruitment, training, and placement. The food service industry plays an important role by insuring that training is as job related as possible. On-the-job training is utilized when feasible. A placement specialist is generally available during the initial employment period to ensure a smooth transition.

Nevada AFL/CIO, Carson City, Nevada. This project provides disabled persons with training, employment, and supportive services and assistance to prepare them for competitive employment. The project accomplishes its goals through a variety of strategies including the use of the union's apprenticeship program.

The project relies heavily on linkages it has made throughout the state. Primary to its program is the linkage with the State Rehabilitation Division. The relationship with VR includes regular staffings of mutual clients and potential referrals, monthly progress reports, and use of VR staff to conduct project evaluation. The project's linkages with the public/private sector also strengthen project success. In addition to maintaining its own advisory committee, the project has utilized and drawn from the Governor's Committee on Employment of the Handicapped.

The project has cultivated significant relationships with labor councils, trade associations and consumer organizations.

New England Association of Business, Industry, and Rehabilitation, Inc. (NEABIR), Woodridge, Connecticut. The function of NEABIR is to establish BACs and to facilitate close relationships with business for each of the rehabilitation centers in this tri-state area. It functions in Connecticut, Maine, and New Hampshire. Principal services include job development, selective placement, skills training, job seeking skills training, transitional employment, and follow-up.

Project Niche, Pine Lake Foundation, State Technical Institute and Rehabilitaion Center, Plainwell, Michigan. Project Niche focuses its efforts to help match high technology jobs with qualified handicapped people. This project has utilized extensive private sector resources to analyze the market. Specific information about the market is used in program development.

Project Niche has two sites—State Technical Institute and Rehabilitation Center, Plainwell, Michigan, and the Physically Handicapped Training Center of the University of Pennsylvania at Philadelphia. The program includes employment research, rehabilitation engineering, job training programs, job placement evaluation, and information dissemination. Among the training programs initiated are numerical control programming, digital repair, computer operations, word processing, and word processing technology. Others such as robotics and computer assisted design are undergoing a feasibility study.

SYNERGEE, Battle Creek Public Schools, Calhoun Area Vocational Center, Battle Creek, Michigan. Project SYNERGEE—Say Yes to Networking Energies and Responsiveness for Gainful, Efficient Employment—focuses on networking business industry, education, and organized labor to improve the employment and vocational success of disabled youth. The project design calls for training of educators on curriculum modification skills, training of employers on job matching and supervision of disabled personnel, and developing training and placement networks composed of employers, educators and labor. The primary goal of the project is the placement of disabled persons in competitive employment.

Project Transition, Virginia Department of Rehabilitative Services and the Fairfax Falls Church Community Health and Mental Retardation Services Board, Alexandria, Virginia. Project Transition targets its efforts on the severely disabled mentally retarded group. The project provides training and employment services which enable its participants to achieve competitive employment. Pre-employment services are provided on the actual job site with the supervision of project staff. Other support services are available to project participants to help make the transition from sheltered employment to the competitive world of work.

The project provides substantial services to employers which include utilization of the Targeted Job Tax Credit and matching qualified applicants

to jobs with high turnover rates. Employers are represented on the Advisory Committee which provides guidance and direction for project activities.

During the first year, job areas were generally in food service, kitchen utility, and general housekeeping. The project has expanded its job areas to include clerical jobs such as filing.

Seattle Hearing and Speech Center, Seattle, Washington. This program provides individual and group counseling including job clubs, job and employer development, and follow-up services to hearing-impaired persons. The project works with other units within the Center to provide a comprehensive plan for the individual.

The project is intensively involved with employers. Techniques such as issuing an employer quarterly newsletter, distributing information packets, making employer presentations, providing interpreter services during initial employment periods and presenting introductory sign language classes help to increase employer awareness. The project further utilizes the expertise of business and industry through its advisory boards.

Sister Kenny Institute, Abbot-Northwestern Hospital Corp., Minneapolis, Minnesota. This project offers a number of services: case finding, job placement, vocational counseling, job seeking skills training, job analysis, use of adaptive aids, job modification, vocational evaluation, job retention skills training, job skills training, job placement follow-up/follow-along, job clubs, and reduction of architectural barriers at work sites.

The project has developed cooperative relationships with other PWIs such as Control Data's project to train and place severely disabled individuals in accounting and general clerical positions.

An interesting feature of this project is the development of special assessment teams and services for railroad employees. Four railroads are presently using the PWI service.

South Carolina Vocational Rehabilitation Dept., Columbia, South Carolina. South Carolina supports a PWI from its basic support funds. This statewide project has ten active sites with over 300 participating companies. Each site is based at one of the agency's comprehensive rehabilitation centers which provides a broad range of services: evaluation, work adjustment, on-the-job training (OJT), and limited sheltered employment. Each site has an active business advisory committee made up of business and industrial leaders who guide the project's activities.

As a result of this business leadership, the agency's competitive employment rate has increased through the refinement of its OJT programs. OJT has been developed on-site in industry as well as through contract training.

As one of the agency's brochures proclaims, it has chosen to position itself as a partner with business in "a profitable experience."

The Menninger Foundation, Center for Applied Behavioral Studies, Topeka, Kansas. This project provides its target population with a variety of services which include client assessment, job search groups, transitional employment, counseling, job placement and follow-up. Business locations are utilized for most of the transitional employment sites.

Like most PWIs, this project relies heavily on its advisory councils. An advisory council and committee structure are formed at each site. The special committee on placement is one of the most active. In addition to receiving leadership and technical expertise, the project has enjoyed financial support from the private sector.

Vocational Development Center, University of Wisconsin-Stout, Menomonie, Wisconsin. This program serves a 15 county rural area in West Central Wisconsin. The project provides employment services to disabled job applicants and local employers. Due to the small size of most rural businesses, the project must establish close working relationships with numerous employers. The project provides an interface with the Job Placement and Training Act (JPTA) to offer training incentives for handicapped participants. It maintains an 18 member advisory committee with the majority of its membership from the private sector. The advisory committee provides guidance in marketing techniques and entry to the business community.

Vocational Guidance & Rehabilitation Services, Cleveland, Ohio, A 13 year old project, Vocational Guidance and Rehabilitation Services (VGRS) offers work adjustment, work experience and training opportunities to disabled participants in actual work environments. Program participants are supervised by a manager of the host company where the experience is being gained. An on-site VGRS counselor is available to provide guidance and counseling to the participant. Upon completion of the program, the participants are placed in the host company or placed by VGRS in similar positions with other employers.

The project maintains a 43-member BAC. The Council is composed of 42 private employers and one rehabilitation manager. The total Council meets annually. The majority of input to the Project Manager comes from active subcommittees which may meet monthly. The Council, through its subcommittee structure, ensures that the PWI programs provide high quality training which is aligned with the needs of the marketplace.

The descriptions of the projects in this section are an attempt to provide a general overview of the various methods utilized by PWIs to establish working relationships between the public and private sectors. It is realized that there are many others which could have been cited that have accomplished the same purpose. It was not the intent to overlook any PWI, but to provide those who use this document with a general concept of approaches taken by various projects.

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Vocational Rehabilitation agencies have the mandate to serve increasing numbers of the severly handicapped which means no longer can agencies equate increased production with increased numbers. Alternate ways to fund programs must be found including contributions from the Private Sector.

Young M. Orsburn
IRI Prime Study Group on
Severely Handicapped, 1974

Unit VI
Funding Projects with Industry

Objectives

1. To discuss funding sources of PWI.
2. To present information regarding both rehabilitation and business/industry resources which could be accessed in PWI to better serve persons with disabilities.
3. To emphasize the necessity of developing good working relationships as well as coordination of services between the public and private sectors to insure success of PWI, i.e., placement of persons with handicaps in employment.

Summary

The variety of project designs made possible within the framework of Projects with Industry are only in the early stages of exploration. Funding strategies and the exploration of new resources are related to the project design itself. If the package of services is made attractive in terms of its social significance, direct and indirect economic benefits, production support, and/or selection and training of new employees, PWI becomes a marketable commodity.

Direct planning input from the private sector is a necessity. Its experience and awareness of its own needs must be incorporated into PWI project designs. The private sector has demonstrated its willingness to contribute funds, equipment, and time toward this purpose, but it should be noted that most PWI projects would not survive without some balance of support through public funding.

Discussion

Diversity of PWI Designs Matched by Variety of Funding Options

Economic conditions of the early 1980s have accelerated the search for alternative funding in place of government supported rehabilitation services. The objective of increased support from the private sector has become more immediate but has always been an integral part of PWI philosophy. Indications are that there will be a further reduction of funds for human services in favor of encouraging business and industry to contribute directly to the solution of social programs.

Perhaps the most remarkable aspect of PWI as it was first introduced in the Vocational Rehabilitation Amendments of 1968 is its pragmatic freedom for interpretation. The overall objective is to increase competitive employment opportunities for persons who are handicapped by integrating business and industry into the rehabilitation process. The inference is

that the private sector is experienced in training its own workforce, has established its performance standards, is knowledgeable about trends and technical advances, and, in short, is in the strongest position to prepare handicapped individuals for employment.

PWI programming designs have not been restricted by rigid or inflexible formality. Instead the legislation has permitted participation by any industrial, business, or commercial enterprise; institutions such as hospitals or universities; labor organizations; employer, industrial, or trade associations; any rehabilitation facility with the capacity to arrange training or other employability programs in realistic settings. Likewise, training within the PWI scope may involve one or any variety of occupations available within the employing establishments. The components of a PWI program might include orientation to work, on-the-job training, job-related basic education, job coaching and provision for supportive services, attitudinal training, job placement assistance, and a host of other activities essential to the employment of the handicapped.

The initial flexibility of the guidelines has led to significant variation in program designs incorporated into the PWI framework. Models of PWI have been classified (Chicago JVS, 1978), but even this attempt at systematizing PWI approaches acknowledges that there are many combinations and variations within a given PWI project. The result has been a mixture of workable demonstrations that the central theme of direct involvement by the private sector is viable and also reflects possibilities for broadening the funding support of PWI.

Utilization of Established Marketing Techniques

Just as PWI engages private sector expertise in training and employment, so must it also look to business-oriented and accepted techniques for solutions to the funding issues. Since all of the elements of supply and demand are in evidence, and because job placement is often referred to as a sales process, the principles of the marketing function are applicable.

Marketing, a vogue term at present, should not be solely identified with selling. Planned marketing includes research and development, a grasp of market conditions in a rapidly changing and technologically evolving world, forecasting, advertising and distributing goods and services. Promoting consumer education and 'service after the sale' are equally subjects of the marketing function.

With regard to PWI, planned marketing calls for the linking of potential funding sources with relevant needed services. To carry this example further, we must identify the prospective consumer or recipient of PWI services, determine that consumer's needs, review the rehabilitation resources which can serve those needs, and establish methods for promoting and delivering those services. If a market can be developed, the capacity to generate revenues can be established.

The Electronic Industries Foundation (Geletka, 1981) has been particularly effective in demonstrating the marketing model of PWI. EIF compares the analysis of job market information and demographics on disabled persons with market research. The methods of presenting their services in an attractive and functional way are equated with packaging. Sensitizing industry to the capabilities of handicapped persons is part of consumer education and training. Follow-up services are then equivalent to maintenance and repair.

Identifying the Consumer and Assessing Consumer Needs

Traditionally, rehabilitation personnel think of the handicapped person as a client or user of services. However, since the purpose of this paper is to examine strategies for eliciting funding and other support from the private sector, it is necessary that we change our perspective and relate to the employer as consumer or customer. Following this logic, the handicapped person will be identified as the product of our marketing representation.

What does the employer need? For a long time the answer would have been that industry needs a highly trained, reliable, and productive workforce. These qualities would dovetail with industry's problems in productivity and in finding workers with high technological skills. Currently this nation is experiencing high unemployment, especially in some communities, therefore, the labor market has a surfeit of well trained, experienced, and strongly motivated job seekers. Handicapped persons with limited work histories and lack of work skills are facing tough competition.

Nonetheless, a poor economic climate also creates its own needs and opportunities. Even larger firms are becoming very cost conscious about employee turnover and expenses associated with on-the-job training prior to the worker achieving an acceptable level of productivity. Smaller businesses are even more vulnerable in this period when business failures have reached depression proportions. In short, business is now more than ever receptive to financial incentives which might be part of the PWI marketing package.

The question then arises, can PWI give value commensurate with its costs? By its responsibilities and the nature of its handicapped participants, the PWI approach calls for more detailed planning, greater implementation costs, and broader organizational involvement than is required by conventional hiring and training. If PWI is to operate in a businesslike fashion, it must face this fact. However, if we broaden the concept of industry's funding contribution to include payment in volunteer time, technical assistance, and tax credited donations, as well as direct payment for services, the possibilities of selling PWI become more feasible.

A number of PWI projects have developed creative incentives to win private support, but in most cases a substantial proportion of PWI funding continues to be supplied by public sector sources, either at the federal or

state level. Although it may be concluded that industry is willing to provide significant support, this should not be taken as a signal for large scale withdrawal of federal and state funding of rehabilitation services.

Business has historically given attention to its image and its community services. Business leaders are quick to acknowledge that human conservation pays off in long-term gains for all society, including the private sector. Reference is often made regarding the potential purchasing power of the handicapped, and to the economic advantages of reducing the country's welfare costs while seeing the handicapped become tax-contributing, productive members of society.

Funding Strategies

Pati (p. 153, 1982) summarizes the basic assumptions of PWI:

1. Actual work settings provide the most reliable arena for evaluating the skills and attitudes of potential employees and preparing them for competitive employment.
2. Employers need help in hiring and training handicapped workers.
3. Employers can best identify jobs for handicapped workers, define the qualifications for those jobs, and design training programs to enable handicapped applicants to meet those qualifications.
4. Instituting programs to employ the handicapped is in industry's best interest.

Assumptions 2 and 4 contain the seeds for development of marketing strategies. If project designs are built around evidence that employment of the handicapped is truly in industry's best interest and is not just a platitude, and if it follows that employers need help in pursuing their interests by seeking assistance in this endeavor, then we have present all of the necessary elements for merchandising a service.

Having established the employer as the PWI consumer and the handicapped job seeker as the PWI product, the issue of developing the market and merchandising the product will now be addressed.

Table 1 provides examples of common functions and activities to be found in both industry and in rehabilitation organizations. Wherever these functions interface, there is opportunity for PWI programming to be established. Through careful examination of these areas of common functions, and assessment of the needs associated with them, PWI can establish packages of marketable services. One important source for this information is the industrial advisory committee, which is a central part of the PWI organizational structure. Such committees represent the point at which rehabilitation organizations and the private sector exchange information, communicate needs, and plan new activities.

In normal sales transactions, the next step would involve the exchange of goods or services for payment by the consumer. PWI funding can be much more complex because the private sector cannot take on all of the expenses

Table 1

PWI Interfaces with the Private Sector

Rehabilitation Programming Components	Private Sector Operations
Prevocational Services Evaluation	**Production Planning and Execution** Manpower, machine, and material planning
Vocational Preparation Work adjustment training Counseling and guidance Sheltered Employment Skill training	Manpower training Production and sales Subcontracting
Placement Services Job Clubs Job solicitation and development Placement Follow-up	**Personnel** Screening and Selection Hiring Upgrading Employee relations
Program Evaluation Periodic assessment of performance and personnel Annual reports	**Organization Appraisal** Periodic assessment of production, sales, and personnel Annual reports
Public Relations Speakers bureaus Meetings and press releases	**Public Relations** Advertising Contributions and corporate contributions
Fiscal Management Solicitation of private and public funds Accounting and auditing	**Fiscal Management** Cost projections and pricing Accounting and auditing
Planning Research and development Industrial advisory consultation Grant preparation	**Planning** New product research and development

associated with rehabilitation. PWI generally relies on combinations of funding resources. Therefore, marketing strategy involves the integration of two parts: (1) the packaging or design of the program, and (2) the development of funding resources needed to carry out the program. As noted previously, the broad array of PWI services and funding possibilities make available a large number of project combinations.

Table 2 outlines a variety of supportive resources available to PWI. Note that these resources not only include funding but also donated time, machinery, and other assets.

Special attention should be paid to local and state developments under the Job Training Partership Act (P.L. 97-300) which replaced the Comprehensive Employment and Training Act (CETA) after October 1, 1983. The legislation allows for rehabilitation facility participation on Private Industry Councils (PICs)—those bodies which will design and oversee job training programs. PWI can be a model for joint public-private sector cooperation. PWI participation in PICs can assure that federal funds funneled through this avenue will benefit the handicapped.

Examples of PWI Funding Strategies in Action

Skill Training and Production Arrangements. PWI can promote training programs that meet employer specifications. The location of training may vary. The Electrical Industries Foundation selects appropriate schools, and assists them in training within industrial standards. Federal PWI contract support is largely employed in addition to in-kind and advisory contributions from the electrical industry.

St. Louis Vocational Employment and Vocational Service has used a combination of training within the facility and on-the-job training with the business becoming the "employer of record." Federal PWI funds and VR fees for services as well as private sector donations of time and training materials make this program possible.

Some PWIs subcontract with industry in order to establish training sites exclusively in the work setting. The Kansas Elks Training Center and the Vocational Guidance and Rehabilitation Service of Cleveland have created such work stations in industry, thereby removing sole dependence upon sheltered workshops as providers of transitional work experience. Often PWIs engaged in subcontracting remain the employer of record—the facility or PWI organization pays worker's wages out of contract revenues. The contract work is priced so that other administrative costs associated with the production are also met. Typically, workers are covered by DOL Wage and Hour Exemption certificates so that allowance can be made for performance inefficiencies until the worker's productivity reaches competitive levels.

This arrangement appeals to industry because the work gets done at a fair cost, the contractor is freed from many employer responsbilities and related

Table 2
Funding and Other Supporting Resources

I. Public Sector Resources

1. Federally funded Projects with Industry Contracts
2. Federally and state funded grants
   a. Rehabilitation Services Administration
   b. Department of Labor
3. Purchase of service agreements for evaluation, Work adjustment training, skill and on-the-job training, job seeking preparation and assistance, etc.
4. Targeted Jobs Tax Credits
5. Tax credits for architectural accommodations for the handicapped
6. Participation of key staff in planning consultation
7. Job Training Partnership Act (P.L. 97-300)
8. Social Security Programs

II. Private Sector Resources

1. Production revenues
2. Subcontracts and purchase of service agreements
3. Industrial Advisory Council participation
4. Membership fees
5. Private Industry Council planning and program implementation of Job Training Partnership Act funds
6. Volunteer time and executive loan programs
7. Corporate and individual donations
8. Foundations
9. Insurance and injured worker fees for service
10. Donated equipment
11. Labor union affiliation or support

expenses, and the industry is contributing to the rehabilitation cause. There is no obligation to hire after the work adjustment period has expired, but the contractor has had an opportunity to observe the handicapped individuals on the job, and can select the most outstanding performers as permanent employees.

In yet another creative variation, Goodwill Industries of St. Louis receives corporate donations rather than subcontract revenues. The contributing firm can then take a tax credit, and Goodwill can pay its workers from the donated revenues. Again the industry has the opportunity to hire the best performers, but even those not directly hired have obtained valuable training in a realistic work setting, and can add this experience to their resumes.

Job Placement Services. Chicago's Jewish Vocational Service (CJVS) concentrates on job placement through the creation of a separate, not-for-profit corporation, the Midwest Association of Business, Rehabilitation and Industry (MABRI). In addition to federal PWI support to CJVS, MABRI membership requires an annual $1000 fee and contribution of some staff time in this version of the industrial advisory council.

As members the participating companies receive assistance in the screening and selection of handicapped workers, assistance with Targeted Jobs Tax Credits and affirmative action issues, human relations training for staff, consultation on solving architectural barrier problems, job coach and follow-up assistance for handicapped employees, and rehabilitation services to workers injured in the job, in addition to a range of other consultative services.

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Drieling, J. (1982) Reaganomics and social programs: Making lemonade out of lemons. **PWI Pioneer,** (4) **1**, 1-2.

DuBrow, S. (1981) NEABIR: A network for New England PWIs. **PWI Pioneer**, (3) **4**, 1-2.

Geletka, J.R. (1979) Electronic Industries make a connection with handicapped workers. **American Rehabilitation**, (4) **5**, 6-10.

Geletka, J.R. (1982) A creative partnership: Guidelines for the development of a Project with Industry. Washington, DC: Electronic Industries Foundation.

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Searles, A. (1981) Industrial membership corporation helps fund PWI. **PWI Pioneer** (3) **5**, 2.

The new circumstances under which we are placed call for new words, new phrases, and for the transfer of old words to new objects.

Thomas Jefferson

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Unit VII
Utilization of the Document

Objectives

1. To present guidelines for the utilization of this document in training activities designed to enhance the successful employment of disabled people by the private sector.
2. To serve as a resource guide for rehabilitation personnel in establishing working relationships with the private sector regarding employment of persons with disabilities.
3. To serve as a resource/training guide for personnel in the private sector in understanding the rehabilitation process and in the development of better working relationships between the public/private sectors.

Summary

This unit presents the rationale for providing staff training utilizing this document. It offers some guidelines for appropriate audiences, training content, training approaches, and techniques. It is emphasized that the total study group recognizes this manual as an initial effort in the area of public/private relationships including PWIs, and that additional studies must be undertaken as new issues, areas of concern, and questions develop.

Discussion

Rationale

The basic approach of vocational rehabilitation is to assist disabled persons in achieving greater independence through employment. Placement of clients into suitable jobs, therefore, remains one of VR's primary objectives. One process that is developing and shows promise toward helping disabled persons to become employed is the concept of a cooperative effort or partnership between the public and private sector. This partnership approach has much potential benefit in terms of the proper placement of more disabled individuals into competitive employment. Many of the efforts in this direction are in the nature of Projects with Industry (PWI). Although PWIs have been in existence for some time, much misunderstanding surrounds them and their potential for helping rehabilitation personnel perform the difficult task of placement. Hence, there is a need for a resource document that can be used by staff development personnel, regional rehabilitation centers for continuing education, rehabilitation educators, rehabilitation trainers and the trainers from the private sector to increase knowledge and awareness of strategies to expand and develop effective "Projects with Industry." Training, utilizing this document, can enhance the

partnership process and enable rehabilitation to achieve its placement objective.

Training Audiences

Since the emphasis of this publication is on enhancing cooperative agreements between the private and public sectors, personnel from both sectors will benefit from training. This would include VR agency staff, other rehabilitation staff, PWI staff, and personnel from business and industry.

Vocational rehabilitation. Because it is important in terms of developing good working relationships with the private sector, all levels of rehabilitation staff can benefit from receiving training in specific areas of PWIs that are relevant to their roles and functions. Decisions regarding the content of the actual training program will be at the discretion of the agency administrator/program manager in cooperation with staff development and area supervisors. Rehabilitation personnel that might benefit from participating in training at a predetermined level include: (1) administrators, (2) program directors, (3) field supervisors, (4) facility supervisors, (5) counselors—field and facility, (6) placement specialists, and (7) service providers—psychologists, evaluators, physical and occupational therapists, recreation staff, secretarial/clerical workers, other support personnel.

Private sector. Training within the private sector will vary considerably because of the different natures, organization, size and scope of business and industry. It could be expected that management would influence who would be trained and at what level. Trainers might be managers themselves, or at their discretion, personnel, training staff, education specialists, or consultants.

In terms of participants, a cooperative effort involving key rehabilitation and private sector staff initially could lead to more meaningful and mutually beneficial programs for others.

Training Content (Document Utilization)

Although each training audience will differ somewhat in its approach to the development of partnerships, activities centered around the chapters in this document can structure the specific training program. Empahsis can be placed on chapters that best meet the needs of the specific group.

1. **Historical/Philosophical Framework for PWI.** Using this chapter, activities can be developed which will introduce the participants to the concepts of PWI; their evolution; commonalities/differences, and benefits for handicapped clients.
2. **The Legal Framework.** Activities centered around this chapter will provide participants with the legal implications of the private/public sectors and their compliance with legislation relevant to placement and employment of handicapped individuals.

3. **Corporate Expectations.** There are many differences between industry and rehabilitation. Activities centered around this chapter can greatly enhance the participants' understanding of these differences.
4. **Private Enterprise Leadership.** Training activities centered around this chapter would provide the participants with examples of enterprising leadership and techniques for organizing and maintaining a business advisory committee.
5. **Selected Approaches.** The various approaches employed by different PWIs are covered in this chapter. Training activities can provide participants with guidelines for organizing and developing a partnership or cooperative agreement.
6. **Funding Sources.** Several funding options are available to those who are interested in developing cooperative programs. Utilizing material from this chapter will introduce participants to a number of these sources.

Training Approaches

Trainers have available a number of different training approaches depending upon their objectives for the training. For example:

1. **Self-Instructional Training.** Copies of this document can be mailed to participants with the objective of providing information about PWIs in general or an area of PWI specifically.
2. **Seminars.** The chapters in this document can serve as topics for individuals in both the public and private sectors to gather and exchange ideas and information. Material in the chapters can be discussed with participants adding to information based on their own experience, research, etc.
3. **Short-term Workshops.** Workshops of from 1-3 days can be presented with the objective of developing participants' skills in specific areas covered in the document (e.g., how to develop a partnership, how to improve relationships, etc.).
4. **Presentations.** Individual or group presentations at conferences, workshops, institutes, or classrooms regarding PWI in general or specific areas within the PWI framework can assist in understanding and utilization.
5. **Other.** Might include publications—manuals, articles, media.

Training Techniques

Whatever training approach a trainer selects, several techniques are available for presenting material in this document. They include: (1) lectures, (2) small-group discussions, (3) role-play, and (4) case study.

A Final Word

In any training program, it is recommended that both the private and public sectors be represented in terms of participants and trainers. If there is to be better understanding, respect, and realization of potential benefit for both sectors, then training is a viable vehicle for building and fostering this relationship/partnership.

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Appendix A

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Appendix B

Projects with Industry*
Funded Projects with Industry for the 1983 project year-RSA Funding Engineering Survey - RTC

*Some PWI grantees operate several sites in different states. For a more specific list, you may wish to contact: John Collier, 3821 North Tazwell Street, Arlington, VA 22207, phone 703/241-0862.

Alabama

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Vocational Development Program
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Arizona

Southwest Business, Industry and Rehabilitation Association
4410 N. Saddlebag Trail, Suite B
Scottsdale, AZ 85251
602/949-0135
contact Fred Tenney, Executive Director

Arkansas

Arkansas Enterprises for the Blind, Inc.
2811 Fair Park Boulevard
P.O. Box 4055
Little Rock, AR 72214
501/664-7100
contact Jess Wilson, Executive Director

Association of Rehabilitation, Industry and Business, Inc.
Hot Springs Rehabilitation Center
P.O. Box 1511
Hot Springs, AR 71901
501/624-4411, ext. 239

California

Disabilities Unlimited, Inc.
Southeast Center for Independent Living
12458 Rives Ave.
Downey, CA 90242
213/862-6531
contact Bert Jungmann, Executive Director or
Anthia Balabanis, Program Director

Goodwill Industries of Santa Clara
1080 North 7th Street
San Jose, CA 95112
408/998-5774
contact Andrew F. Liersch

Mayor's Office for the Handicapped
Division of Human Resources
200 N. Spring St., Room 2100
Los Angeles, CA 90012
213/485-6334
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Mt. Diablo Rehabilitation Services of Northern California
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83

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Redwoods United, Inc.
P.O. Box 1400
Eureka, CA 95501
707/443-0811
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Sensory Aids Foundation
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Palo Alto, CA 94306
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Center for Developmental
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Arvada, CO 80002
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contact Kent Coker, Program
Director

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Eladio Amores, PWI Director

Florida Association of Rehabilitation Facilities
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Tallahassee, FL 32301
904/224-3660
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4304 Boy Scout Boulevard
Tampa, FL 33607
813/870-1300
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Goodwill Industries of Atlanta
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Atlanta, GA 30316
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Development Workshop, Inc.
555 W. 25th Street
Idaho Falls, ID 83401
208/524-1550
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85

Magic Valley Rehabilitation
Services, Inc.
Rehabilitation Department
484 Eastland Drive, South
Twin Falls, ID 83301
208/734-4112
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Chicago City-Wide College
Center for Disabled/Student
Services
30 East Lake St.
Chicago, IL 60601
312/984-2872
contact Robert Reticker

Habilitative Systems, Inc.
Wesley Vocational Center
415 S. Kilpatrick
Chicago, IL 60644
312/261-2252
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Vocational Services

ackson Community Workshop,
Inc.
20 N. 13th St.
P.O. Box 547
Murphysboro, IL 62966
618/687-2378
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Coordinator

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312/346-6700
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Rehabilitation Division
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Board of Cooperative Educational Services of Nassau County
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New York, NY 10016
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Raleigh Vocational Center, Inc.
3011 Falstaff Road
Raleigh, NC 27610
919/828-2325
contact M. Kay Holjes

Ohio

Vocational Guidance and Rehabilitation Services
2239 East 55th St.
Cleveland, OH 44103
216/431-7800
contact William E. Boswell

Oklahoma

Norman Alliance of Citizens with Disabilities, Inc.
PWI - 320 S. Crawford
Norman, OK 73069
405/360-5100
contact Suzette Bacon
or
Terry Abbott
402/360-5100

Tulsa Speech and Hearing Association
222 S. Memorial
Tulsa, OK 74112
918/835-8169
contact Nancy Ford

Pennsylvania

United Rehabilitation Services, Inc.
Administrative Headquarters
287 N. Penn Avenue
Box 1344
Wilkes-Barre, PA 18703
717/829-3681
contact Dr. Stanley M. Irzinski, URS Administration

University of Pennsylvania Hospital
Department of Physical Medicine/Rehabilitation
4025 Chestnut St.
Philadelphia, PA 19104
215/898-8108
contact James P. Vagnoni

Vocational Rehabilitation Center
of Algeheny County
1323 Forbes Avenue
Pittsburg, PA 15219
412/471-2600
contact Gene Ingledue, Director
or
David Owens, Ph.D., Manager of
Employment Services

Rhode Island

Industry-Education-Labor Council
of Rhode Island
PWI - 40 Fountain Street, #703
Providence, RI
401/456-8108
contact Patrick O'Regan,
President
or
Katherine Oldham, PWI Director

Texas

Goodwill Industries of Ft. Worth,
Inc.
P.O. Box 1408
Fort Worth, TX 76102
817/332-7866
contact Loveta Eastes

Goodwill Industries
P.O. Box 21340
San Antonio, TX 78221
512/924-8581
contact Elaine Dreyer

Utah

Maurice Warshaw Foundation for
Employment of the Handicapped
250 East 500 South
Salt Lake City, UT 84111
801/533-5991
contact Blaine Peterson

Utah Technical College Skills
Center
431 S. 600 E.
Salt Lake City, UT 84102
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contact Luann Poulsen, Director
or
Susan Besser, Project Coordinator

Vermont

Vermont Association of Business,
Industry and Rehabilitation, Inc.
128 Merchants Row
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Rutland, VT 05701
802/775-1357
contact Sandra Cohen

Washington

Interactions, Inc.
1148 Northwest Leary Way
Seattle, WA 98107
802/775-1357
contact Sandra Cohen
or
206/784-7744
contact Angie Van Ry

S.L. Start and Associates, Inc.
East 123 Indiana St.
Spokane, WA 99207-2387
509/328-2740
contact Steven L. Start

Seattle Hearing and Speech
Center
1620 18th Avenue
Seattle, WA 98122
206/323-5770
contact John Shiels, Director of
Rehabilitation Services
or
Susan Okamoto, Acting
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Tacoma Goodwill Industries
Rehabilitation Center, Inc.
714 South 37th St.
Tacoma, WA 98409
206/272-5166
contact David Erickson

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contact Dr. Robert Frazer, PWI
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or
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University of Washington
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Child Development and
Retardation Center, WJ-10
Seattle, WA 98195
206/543-8895
contact James Moss, Ph.D.

Job Resource Center
Bon March Building
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N. 214 Wall St.
Spokane, WA 99201
509/747-3071
contact Doug Huigen

Wisconsin

Rehabilitation Facilities of
Wisconsin
206 E. Olin Avenue
Madison, WI 53713
608/257-1456
contact Robert L. Lewein,
Executive Director

University of Wisconsin-Stout
Vocational Development Center
Menomonie, WI 54751
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contact Shirley Stewart

Puerto Rico

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